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THE SUPERINTENDENT AS A COMMUNITY EDUCATIONAL LEADER.

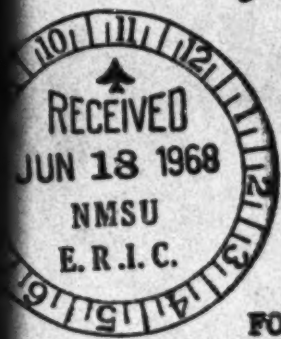
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THE HISTORICAL ROLE OF THE SCHOOL DISTRICT SUPERINTENDENT HAS ENCOMPASSED VARIOUS OBJECTIVES AND PURPOSES THAT HAVE AFFECTED THE EDUCATIONAL LIVES OF MANY PEOPLE. DECISIONS A PRESENT-DAY SUPERINTENDENT MUST MAKE STILL COVER MANY AND VARIED FUNCTIONS--MANAGERIAL, INSTRUCTIONAL, POLITICAL, ETC. TO A GREAT EXTENT THE SOCIAL MAKE-UP AND SIZE OF A COMMUNITY INFLUENCE COMMUNITY PERCEPTION OF THE SUPERINTENDENT AND HIS ROLE. SUPERINTENDENTS IN LARGE URBAN AREAS HAVE THE SERVICES OF MANY ADVISERS AND ACCESS TO THE PUBLIC VIA FORMS OF MASS MEDIA. THE RURAL SUPERINTENDENT, ON THE OTHER HAND, MUST BE EXPERT IN ALL EDUCATIONAL AREAS AND MUST SPEND INNUMERABLE HOURS IN SMALL PUBLIC MEETINGS ASSUMING A PERSONAL RELATIONSHIP WITH THE PEOPLE AND LEADERS OF HIS COMMUNITY. THE PROCESS OF CONSOLIDATION AND THE DEVELOPMENT OF INTERMEDIATE ADMINISTRATIVE UNITS ARE DOING MUCH TO RELIEVE THE POSITION OF THE RURAL SUPERINTENDENT BY INCREASING THE AVAILABILITY OF TECHNICAL AID. THIS PAPER WAS PRESENTED AT THE ANNUAL CONVENTION OF THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS (ATLANTIC CITY, MAY 2, 1965). (DK)



2-5-65 *atlantic city*
AASA PAPETZ

THE SUPERINTENDENT AS A COMMUNITY EDUCATIONAL LEADER

by

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FOR THE PAST FEW WEEKS AFTER ACCEPTING THIS INVITATION TO SPEAK TO YOU ON THE SUBJECT OF THE SUPERINTENDENT'S ROLE I HAVE WONDERED SERIOUSLY WHETHER OR NOT AN INTERMEDIATE UNIT SCHOOL SUPERINTENDENT COULD ADEQUATELY PORTRAY THE PRESENT POSITION STATUS OF THE SCHOOL DISTRICT SUPERINTENDENT.

I APPRECIATE THE LIMITATIONS ONE FACES IN FULLY UNDERSTANDING A ROLE ONE ~~WAS~~ NEVER DIRECTLY EXPERIENCED. I HAVE, HOWEVER, SPENT 23 YEARS IN AN INTERMEDIATE OFFICE ATTEMPTING TO SERVE AND COORDINATE THE EFFORTS OF 21 SUPERINTENDENTS FROM DISTRICTS LARGE, MEDIUM, AND SMALL IN KING COUNTY, WITH 1,100,000 PEOPLE AND 250,000 STUDENTS, COVERING 2300 SQUARE MILES. FROM THIS VANTAGE POINT AND FROM SOME FAMILIARITY WITH THE LITERATURE ON THIS SUBJECT, WITH WHICH I PRESUME YOU TOO ARE FAMILIAR, HAVE COME MANY OF MY PRESENT DAY ATTITUDES REGARDING THE SUPERINTENDENCY.

EDUCATION IN THE EARLY PERIOD OF OUR NATIONAL LIFE PROVIDED A RATHER POOR IMAGE OF THE EDUCATOR. RICHARD HOFSTADTER, IN HIS BOOK ANTI-INTELLECTUALISM IN AMERICAN LIFE, DESCRIBES THE POSITION OF THE TEACHER WITH DESCRIPTIONS APPEARING IN THE POPULAR PRESS. IN 1776 THE MARYLAND JOURNAL ADVERTISED THAT A SHIP HAD JUST ARRIVED AND ENUMERATED, AMONG ITS PRODUCTS FOR SALE, "VARIOUS IRISH COMMODITIES, AMONG WHICH ARE SCHOOLMASTERS, BEEF, PORK, AND POTATOES."

A CONNECTICUT PRESS PRINTED AN ADVERTISEMENT OFFERING A REWARD FOR A RUN-AWAY DESCRIBED AS "A SCHOOLMASTER, OF A PALE COMPLEXION, WITH SHORT HAIR. HE HAS THE ITCH VERY BAD, AND SORE LEGS."

FAR INTO THE 19TH CENTURY IT WAS POSSIBLE TO FIND SUCH COMMENTS AS THIS: "THE MAN WHO WAS DISABLED TO SUCH AN EXTENT THAT HE COULD NOT ENGAGE IN MANUAL LABOR--WHO WAS LAME, TOO FAT, TOO FEEBLE, AND HAD THE PHTHISIC OR HAD FITS, OR WHO WAS TOO LAZY TO WORK--WELL, THEY USUALLY MADE SCHOOLMASTERS OUT OF THESE

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AND THUS GOT WHAT WORK THEY COULD OUT OF THEM."

AMONG THE LITERATURE ON THIS SUBJECT IS A RECENT PUBLICATION OF THE EDUCATIONAL POLICIES COMMISSION, ENTITLED "THE UNIQUE ROLE OF THE SCHOOL SUPERINTENDENT," ISSUED AFTER TWO YEARS OF SERIOUS DISCUSSIONS. THERE IS CONTAINED IN THE FOREWORD OF THE REPORT A SIGNIFICANT STATEMENT WHICH I QUOTE BECAUSE IT EXPRESSES SO WELL PRESENT ATTITUDES AND CONDITIONS SURROUNDING ALL TOP LEVEL LEADERS IN BOTH GOVERNMENT AND EDUCATION.

"THE CONCEPT OF LEADERSHIP IS RARELY CHALLENGED IN THE ABSTRACT, BUT THE CONDITIONS IN WHICH LEADERSHIP CAN OPERATE MAY SOMETIMES DETERIORATE. WHERE IT IS REJECTED, THE LEADERSHIP OF AN ENTERPRISE MUST EITHER DISAPPEAR OR DEGENERATE INTO AUTOCRATIC CONTROL. IN MOST ENTERPRISES, EITHER ALTERNATIVE WILL HAVE UNFORTUNATE--OR EVEN CATASTROPHIC--CONSEQUENCES."

(Story of train wreck.)

IT SEEMS TO ME THAT IN NEW YORK AND NOW IN CALIFORNIA WE HAVE EVIDENCE OF DETERIORATING CONDITIONS IN WHICH LEADERSHIP FINDS ITSELF UNABLE TO OPERATE SUCCESSFULLY. BOARDS OF EDUCATION, REGENTS OF UNIVERSITIES, SUPERINTENDENTS, PRESIDENTS, FACULTY COMMITTEES, AND STUDENTS SEEM TO BE UNABLE TO ARRIVE AT A CONSENSUS ON STANDARDS OF CONDUCT, ON CIVIL RIGHTS, ON ACADEMIC FREEDOM, ON GOVERNMENT THROUGH SUBSIDIES, ALL OF WHICH LEADS ME BACK HAUNTINGLY TO THE FIRST PARAGRAPH OF THE FOREWORD IN THE POLICIES COMMISSION'S NEW REPORT. FOR AS LONG AS SOCIAL AND POLITICAL FORCES OPERATE UNDER MANY DIFFERING STANDARDS OF MORALITY, JUST SO LONG WILL LEADERSHIP POSITIONS BE UNDERMINED AND BECOME UNTENABLE.

I DO NOT CARE TO ENLARGE FURTHER ON THIS THOUGHT BECAUSE IF I TRY I AM SURE TO SINK IN A MORASS OF SOCIAL CONFLICTS. I CAN SAY WITH FEELING THAT IF DEMOCRATIC LEADERSHIP IS TO CONTINUE AS WE ARE TRYING TO DEVELOP IT IN THIS COUNTRY, IT APPEARS THAT OUR EDUCATIONAL LEADERS HAVE A GREAT RESPONSIBILITY

TO MAKE CLEAR WHAT IS SO VALUABLE TO AN INDIVIDUAL'S FREEDOM AND TO WORK INCREASINGLY TO PRESERVE IT.

CARL JENSEN, SUPERINTENDENT OF THE HIGHLINE DISTRICT, IN A SPEECH DELIVERED AT THE A.A.S.A. CONFERENCE IN ATLANTIC CITY LAST FEBRUARY, BROUGHT THIS THOUGHT INTO SHARP FOCUS. HE SAID, "HISTORY HAS SHOWN THAT 19 OF 21 OF THE WORLD'S NOTABLE CIVILIZATIONS, ACCORDING TO HISTORIAN ARNOLD TOYNBEE, DIED THROUGH DECAY FROM WITHIN. THEY WERE NOT OVERWHELMED BY MILITARY REVERSES, NOR DID THEY SUCCUMB TO POLITICAL PRESSURES. THEY DIED IN THE QUIET AND THE DARK WHEN NO ONE WAS LOOKING. NOT IN THE TUMULT OF BATTLEFIELD BUT RATHER IN A SLOW ROTTING AWAY OF THEIR MORAL FIBER AND THEIR WILLINGNESS TO SACRIFICE FOR THE IDEALS AND PRINCIPLES THAT MADE THEM GREAT. IN EACH CASE THE PEOPLES OF THESE ONCE GREAT NATIONS PROGRESSED THROUGH THIS SEQUENCE:

THEY PROGRESSED FROM BONDAGE TO RELIGIOUS FAITH;

FROM RELIGIOUS FAITH TO GREAT COURAGE;

FROM GREAT COURAGE TO FREEDOM;

FROM FREEDOM TO ABUNDANCE;

FROM ABUNDANCE TO COMPLACENCY;

FROM COMPLACENCY TO DEPENDENCY;

FROM DEPENDENCY TO APATHY; AND

FROM APATHY BACK TO BONDAGE

ALTHOUGH SUCH A CYCLE IS NOT NECESSARILY INEVITABLE, TOYNBEE URGES US TO LEARN FROM HISTORY. THE THING THAT IS DISCONCERTING IS THAT WE SEEM TO BE SOMEWHERE BETWEEN COMPLACENCY AND DEPENDENCY. THIS DOES NOT LEAVE MANY STAGES TO GO."

THE SCHOOL SUPERINTENDENT IS USUALLY ASSIGNED TO THIS POSITION AFTER SERVING IN VARYING LESSER ADMINISTRATIVE ROLES. DURING THIS PART OF HIS CAREER HE BECOMES ACQUAINTED WITH THE NATURE OF THE PROBLEMS OF THE DISTRICT AND EDUCATION IN THE COMMUNITY THE DISTRICT SERVES. BUT THE MOMENT HE WALKS

INTO HIS OFFICE THROUGH THE DOOR MARKED "SUPERINTENDENT" HE BEGINS TO ASSUME THIS AWESOME RESPONSIBILITY FROM A DIFFERENT VANTAGE POINT. HE STEPS INTO THE LONELIEST POSITION A PERSON COULD HOLD.

AS AN ASSISTANT HE WAS A PART OF THE TEAM, THE CABINET, THAT WORKED WITH THE SUPERINTENDENT ON MAJOR DECISIONS. THIS WAS WHERE THE FACTS WERE WEIGHED AND OPINIONS WERE EXCHANGED. BUT THE FINAL DECISION RESTS WITH THE SUPERINTENDENT BEFORE THE MATTER IS PASSED TO THE BOARD OF EDUCATION WITH HIS RECOMMENDATION FOR FINAL OFFICIAL APPROVAL AND ACTION.

IN A TYPICAL WEEK THE SUPERINTENDENT MAY BE CALLED UPON TO RECOMMEND WHAT IS TO BE DONE ON A RANGE OF PROBLEMS WHICH FEW MEN FACE IN A LIFETIME. THESE MAY RANGE FROM WHETHER TO TRANSFER CHILDREN FROM A SCHOOL IN ONE NEIGHBORHOOD TO A MORE HIGHLY REGARDED SCHOOL IN ANOTHER, INSTEAD OF SPENDING THE TRANSPORTATION MONEY ON IMPROVEMENT OF THE QUALITY OF THE FIRST SCHOOL, TO A WAY TO KEEP THE SCHOOL PROGRAM MOVING SMOOTHLY WHEN HE SIMULTANEOUSLY FACES THE THREAT OF A SCHOOL BOYCOTT IF HE MAINTAINS THE NEIGHBORHOOD SCHOOL AND THE THREAT OF A SCHOOL BOYCOTT IF HE DOESN'T. THESE DECISIONS THE SUPERINTENDENT MUST MAKE COVER MANY AND VARIED FUNCTIONS--MANAGEMENT, INSTRUCTIONAL, POLITICAL, LEGAL, PUBLIC RELATIONS, ORGANIZATION, TRANSPORTATION, LUNCHROOM, ETC.

DR. GEORGE BRAIN, IN HIS DISCUSSION OF "THE SUPERINTENDENCY AS A QUEST," SAYS ".....THE CROWNING TEST OF HIS STATESMANSHIP IS THE CREATION AND INFUSION OF PURPOSE INTO THE SCHOOLS. ADMINISTRATORS, TEACHERS, PUPILS AND CITIZENS SHOULD SEE SOME GREAT DESIGN, SOME GOAL, SOME FORCE BIGGER, STRONGER AND GREATER THAN THEMSELVES, FOR THEIR WORK."

THE SUPERINTENDENT WHO HAS THIS IMAGE, WHO BASES EACH DECISION ON WHAT IS BEST FOR THE EDUCATION OF PEOPLE, WHO IS PERSUASIVE AND ENTHUSIASTIC, WHO IS HUMBLE AND ATTENTIVE TO OTHERS' CONCERNS, AND WHO POSSESSES THOSE OTHER

ATTRIBUTES THAT ALERT BOARDS OF EDUCATION ARE REQUIRING FOR THEIR SUPERINTENDENTS, IS SOUGHT AFTER BY MANY COMMUNITIES.

HOWEVER, COMMUNITIES VARY IN THEIR CONCEPTION OF THE SUPERINTENDENT'S ROLE. THE MAKE-UP AND SIZE OF THE COMMUNITY HAS MUCH TO DO WITH THIS CONCEPTION. SOME COMMUNITIES TEND TO SEPARATE ADMINISTRATION AND LEADERSHIP. THERE APPEARS TO BE A CORRELATION BETWEEN THE SIZE OF THE DISTRICT AND THE COMMUNITY'S CONCEPTION OF THE SUPERINTENDENT'S ROLE. THE MANIFOLD RESPONSIBILITIES OF A SUPERINTENDENT OF SCHOOLS ARE EVIDENCED BY THE DECISIONS MADE DAILY IN PERFORMING HIS ADMINISTRATIVE AND/OR LEADERSHIP FUNCTIONS. THESE DECISIONS WILL NEVER PLEASE EVERYONE. SOMEONE OR SOME GROUP IS BOUND TO FEEL SOME INJUSTICE HAS BEEN DONE OR SOME ACTION TAKEN WHICH SHOULD HAVE BEEN DIFFERENT.

THE SCHOOL SYSTEM, AS EVERY SUPERINTENDENT WELL KNOWS, IS A DELICATELY BALANCED ORGANIZATION OF HUMAN BEINGS SUBJECT TO THE HOT AND COLD WINDS OF PRAISE AND CENSURE. EVEN THE VERY FINEST SYSTEMS OF COMMUNICATION COULD NEVER EXPECT TO CONVEY ALL THE FACTORS PERTINENT TO EVERY DECISION. EVERYONE IS BOUND TO READ INTO EVERY MAJOR DECISION THE APPROVAL OR CENSURE WHICH FITS HIS OR HER BACKGROUND OF EXPERIENCE.

I RECALL AN EXAMPLE OF THIS FROM PLATO'S REPUBLIC: HE DESCRIBED A SETTING WHERE PRISONERS WERE CHAINED IN THE BACK OF A CAVE WHERE THEY COULD LOOK NEITHER TO THE RIGHT OR LEFT, ONLY AT THE BACK WALL OF THE CAVE. ALL THEY SAW ON THE BACK WALL OF THE CAVE WERE MOVING BLOTCHES OF LIGHT AND DARK. THIS WAS THEIR ONLY KNOWN WORLD OF REALITY--LIGHT AND DARK BLOTCHES. ONE DAY A PRISONER BROKE LOOSE FROM HIS CHAINS AND EDGED ALONG THE SIDE OF THE CAVE TOWARD THE OPENING. AT FIRST HIS EYES WERE BLINDED BY THE LIGHT, BUT AS THEY BECAME ADJUSTED HE SAW SOMETHING COMPLETELY FOREIGN TO HIS EXPERIENCE. HE SAW A BRIDGE ACROSS THE MOUTH OF THE CAVE. HE SAW PEOPLE MOVING ACROSS THE BRIDGE.

AND SUDDENLY A NEW CONCEPT OF REALITY BEGAN TO TAKE SHAPE. WHEN HE SAW THE BRIDGE, PEOPLE, SUN AND SHADOWS ALL IN PERSPECTIVE, HIS FORMER CONCEPTION OF THE EXTENT OF REALITY CHANGED. AT THIS POINT OF HIS SOJOURN INTO FREEDOM HE WAS CAUGHT AND RETURNED TO HIS PLACE WITH THE OTHER PRISONERS WHERE HE COULD SEE ONLY THE SHADOWS ON THE BACK OF THE CAVE. PLATO DREW SOME ADDITIONAL ANALOGIES FROM THIS EXPERIENCE BUT I PRESENT IT AS AN ILLUSTRATION THAT MAJOR DECISIONS MUST INEVITABLY BE VIEWED DIFFERENTLY BY INDIVIDUALS WITH VARYING BACKGROUNDS.

A REVIEW OF THE RESPONSIBILITIES OF THE SUPERINTENDENT TO THE SIZE OF HIS DISTRICT HAS WIDESPREAD IMPLICATIONS FOR UNDERSTANDING AND EVALUATING THE ROLE OF THE SUPERINTENDENT, AND ALSO, INCIDENTALLY, FOR IMPROVING OUR SCHOOL DISTRICT ORGANIZATIONAL PATTERN.

IN A CITY THE SIZE OF SEATTLE, THE SUPERINTENDENT HAS A VERY COMPETENT STAFF OF ASSISTANTS, DIRECTORS, SUPERVISORS, AND COORDINATORS, TO ASSUME THE MYRIAD FUNCTIONAL RESPONSIBILITIES FOR A DISTRICT WITH APPROXIMATELY 100,000 STUDENTS. HIS PRIMARY RESPONSIBILITY, THEREFORE, IS IN POLICY FORMULATION, FURNISHING STRONG LEADERSHIP FOR HIS BOARD, SO TOGETHER THEY CAN DEVELOP THEIR COMBINED JUDGMENT OF THE COMMUNITY'S TOTAL EDUCATIONAL NEEDS. IN THIS SETTING THE SUPERINTENDENT CAN SPEND MORE TIME ON VITAL SOCIAL, ECONOMIC, AND PHILOSOPHICAL ISSUES THAN ON THE FOUR B'S--BUDGETS, BONDS, BUILDINGS, AND BUSSES.

WHILE SEATTLE IS NOW A CONCENTRATION OF COMMERCIAL AND INDUSTRIAL COMPLEXES, IT IS SURROUNDED BY MANY NEW POPULOUS AREAS WITH SCHOOL SYSTEMS BOTH LARGE AND SMALL. PUPILS WITHIN THE CORE CITY ARE DRAWN FROM MANY ETHNIC GROUPS, SOME OF WHOM MIGHT BE REFERRED TO AS DISADVANTAGED. MIDDLE CLASS PEOPLE, FORMERLY ARDENT SCHOOL SUPPORTERS IN THE CITY, HAVE SOUGHT COUNTRY LIVING IN THE SUBURBS. TEACHERS LIKEWISE ARE SUSCEPTIBLE TO THE LURE OF NEW

SCHOOLS IN SUBURBAN AREAS.

IN METROPOLITAN SITUATIONS THE DIFFICULTIES OF COMBINING NEEDED FLEXIBILITY WITH CENTRALIZED ADMINISTRATION APPEAR INSURMOUNTABLE. THE 50 UNITED STATES METROPOLITAN AREAS LIKE SEATTLE ARE BESET WITH ALL THE AFFLICTIONS OF A MODERN CITY, AND THEIR EFFORTS TO SOLVE THESE PROBLEMS ARE HINDERED BY THE ADMINISTRATIVE SEPARATION OF THE CITIES FROM THE SUBURBS.

THIS WE FOUND TO BE THE CASE IN OUR COUNTY. THE CORE CITY SCHOOL DISTRICT HAS ALL THE SOCIOLOGICAL PROBLEMS CREATED BY WEALTH AND POVERTY, EMPLOYMENT AND UNEMPLOYMENT, ADULT AND YOUTH DELINQUENCY, AND FAMILY LIVING FRUSTRATIONS. THE SUPERINTENDENT OF SCHOOLS IN SEATTLE IS SUPPORTED WITH A STAFF OF ASSISTANT SUPERINTENDENTS AND SPECIALISTS, EACH AN EXPERT IN HIS RESPECTIVE FIELD. THE ACCOMPANYING CHART LISTS THESE VARYING ASSIGNED RESPONSIBILITIES.

ADJOINING THE CITY TO THE SOUTH IS HIGHLINE, A LARGE RESIDENTIAL SUB-URBAN SCHOOL DISTRICT. ITS SUPERINTENDENT HAS RESPONSIBILITIES FOR 26,000 STUDENTS HOUSED IN 49 BUILDINGS INCLUDING A NEW COMMUNITY COLLEGE FULL TO OVERFLOWING. HIS STAFF OF ASSISTANT SUPERINTENDENTS, DIRECTORS, AND CONSULTANTS, COVERS ALMOST EVERY FIELD OF SPECIALITY THEREBY RELEASING THE SUPERINTENDENT FROM MUCH OF THE DIRECT BURDEN OF OPERATING RESPONSIBILITY. HIS IMAGE WITHIN THE SEVEN SMALLER RESIDENTIAL ENCLAVES MAKING UP THE DISTRICT IS THAT OF A CHIEF SCHOOL SPOKESMAN AND PLANNER. LIKE HIS CONFRÈRE IN SEATTLE HIS BUSY DAYS AND EVENINGS ARE SPENT IN ENDLESS PUBLIC MEETINGS IN INTERPRETING SCHOOL POLICY, EXPLAINING SCHOOL PROCEDURES, EVALUATING BOARD POLICY, RESEARCHING NEW POLICY RECOMMENDATIONS WITH HIS STAFF, KEEPING ABREAST WITH CHANGING CONDITIONS IN THE WORLD REFLECTING A NEED FOR NEW DIRECTIONS IN SCHOOL PLANNING.

HERE THE SIMILARITY IN THE TWO POSITIONS ENDS. THE SUPERINTENDENT IN THE CENTRAL CORE CITY SEEMS ALWAYS TO BE SPEAKING THROUGH NETWORKS OF NEWS MEDIA TO REACH A VAST UNKNOWN AUDIENCE MADE UP OF AT LEAST A DOZEN DIFFERENT IDENTIFIABLE PRESSURE GROUPS, EACH WITH POINTS OF VIEW TO EXPRESS PUBLICLY BENEFITING THEMSELVES. HERE THE SUPERINTENDENT IS A PUBLIC FIGURE KNOWN TO THOUSANDS EN MASSE, BUT RELATIVELY FEW INTIMATELY.

BY CONTRAST, IN THE SOUTH SUBURBAN AREA, THE SUPERINTENDENT IS A COMMUNITY LEADER WHO HAS TO FIND PUBLIC EXPRESSION THROUGH COMMUNITY WEEKLY NEWSPAPERS AND PUBLIC PTA MEETINGS, THROUGH SCHOOL AND CHURCH FORUMS, AS WELL AS IN LUNCHEON CLUB MEETINGS. HIS CALENDAR INCLUDES NUMEROUS SPEAKING ENGAGEMENTS WITH LOCAL COMMUNITY GROUPS ABOUT EDUCATIONAL NEEDS IN THEIR SCHOOL AREA ON A VERY PERSONAL BASIS. THE ACCOMPANYING CHART LISTS THE SUPPORT HE HAS TO ENABLE HIM TO FULFIL THIS FUNCTION OF EDUCATIONAL LEADERSHIP.

TO THE NORTH OF THE CITY LIMITS IS ANOTHER SUBURBAN RESIDENTIAL AREA WITH A SCHOOL DISTRICT CALLED SHORELINE BECAUSE ITS WESTERN BOUNDARY IS ON PUGET SOUND AND ITS EASTERN BOUNDARY ON LAKE WASHINGTON. IT SERVES CLOSE TO 16,000 PUPILS IN 24 BUILDING LOCATIONS IN PARK-LIKE SETTINGS.

UNLIKE THE SOUTH AREA, THERE ARE FEW COHESIVE COMMUNITY FORCES OTHER THAN THE SCHOOL DISTRICT ITSELF. HENCE THE SCHOOL SUPERINTENDENT IS THE ONLY AREA-WIDE COMMUNITY LEADER WITH WIDE SUPPORT GIVEN HIM BY PARENTS OF SCHOOL CHILDREN, ALL OF WHOM ARE SINGULARLY MIDDLE CLASS AND ORIENTED TOWARD THE BEST FOR THEIR CHILDREN.

WITH A CENTRAL STAFF OF ASSISTANTS PERFORMING RESPONSIBLE MANAGEMENT FUNCTIONS, AS INDICATED ON THE ACCOMPANYING CHART, THE SUPERINTENDENT IS ABLE TO EXERCISE GENERAL SUPERVISION OVER EACH DEPARTMENT WHILE GIVING THE MAJOR PORTION OF HIS TIME AND ENERGY TO SCHOOL POLICY PROBLEMS LEADERSHIP AND PUBLIC RELATIONS.

ON THE FRINGES OF THE METROPOLITAN URBAN AREA, GOING EAST TOWARD THE GREAT EXPANSES OF THE CASCADE MOUNTAINS, THERE IS THE ISSAQUAH DISTRICT WITH 4,300 STUDENTS FROM SEMI-URBAN AND SEMI-RURAL FAMILIES COMBINED. HERE A SUPERINTENDENT, ONE ASSISTANT SUPERINTENDENT, AND ONE BUSINESS MANAGER, ARE THE SOLE ADMINISTRATORS OF ALL THE FUNCTIONS OF DISTRICT MANAGEMENT. THE DISTRICT HAS A HIGH SCHOOL, A JUNIOR HIGH SCHOOL, AND FIVE ELEMENTARY SCHOOLS. IT SUPPORTS AN ACTIVE ADULT EDUCATION PROGRAM. LIKE SO MANY DISTRICTS SIMILARLY LOCATED CLOSE TO METROPOLITAN CENTERS, THIS COMMUNITY ATTRACTS MAJOR LARGE-SCALE HOUSING DEVELOPMENTS AND IS FACED WITH ACCOMPANYING NEW SCHOOLHOUSE CONSTRUCTION REQUIREMENTS. THE PEOPLE WANT AND EXPECT GOOD SCHOOLS FOR THEIR CHILDREN.

THE STAFF OF ADMINISTRATIVE ASSISTANTS FOR THIS DISTRICT IS SHOWN ON THE ACCOMPANYING CHART. HERE WE BEGIN TO SEE A SETTING WHERE SIMILAR REQUIREMENTS MAY BE EXPECTED OF THE SUPERINTENDENT BUT BECAUSE OF SIZE AND FINANCIAL LIMITATIONS HE MUST FULFIL HIS LEADERSHIP AND ADMINISTRATIVE RESPONSIBILITIES WITH RELATIVELY LITTLE HELP.

AS A LAST EXAMPLE, THERE IS LOWER SNOQUALMIE DISTRICT WITH A SMALL HIGH SCHOOL, TWO ELEMENTARY SCHOOLS, AND A TOTAL SCHOOL ENROLLMENT OF 743. HERE, TOO, THE PEOPLE WANT THE BEST FOR THEIR CHILDREN AND EXPECT THE SUPERINTENDENT TO PRODUCE THE BEST. THE DISTRICT STRETCHES ITS FINANCIAL RESOURCES TO ENGAGE A SUPERINTENDENT. HOWEVER, AS THE CHART SHOWS, WHILE HE MAY BE EXPECTED TO PROVIDE A COMPARABLE LEVEL OF EXCELLENCE IN THE WAY OF LEADERSHIP AND ADMINISTRATION, HE HAS TO DO IT ALL BY HIMSELF. HE IS THE BUSINESS MANAGER, THE EXPERT ON HIGH SCHOOL AND ELEMENTARY EDUCATION, THE AUTHORITY ON CURRICULUM DEVELOPMENT, THE PSYCHOLOGIST, THE SPECIALIST IN ADULT EDUCATION, THE PUBLIC RELATIONS OFFICER, PLUS EVERY OTHER SPECIALIZED CONCERN FACED BY THE LARGER DISTRICTS MENTIONED WITH PERSONNEL WHO ARE EXPERTS IN THESE AREAS OF SPECIALIZED CONCERN.

I HAVE USED THESE FIVE EXAMPLES PURPOSELY TO ILLUSTRATE NOT ONLY THE VARYING SITUATIONS IN WHICH SUPERINTENDENTS MUST OPERATE, BUT TO POINT UP A BASIC PROBLEM IN PROVIDING EQUAL EDUCATIONAL OPPORTUNITIES FOR ALL CHILDREN. IF WE EXPECT THE SUPERINTENDENT OF SCHOOLS TO BE AN EDUCATIONAL LEADER WE MUST ACKNOWLEDGE HIS TASK IS PROGRESSIVELY MORE DIFFICULT AS WE MOVE FROM THAT MYTHICAL "OPTIMUM" SIZED DISTRICT TO THE LAST DISTRICT MENTIONED, WHICH CAN AFFORD ONLY A SINGLE SUPERINTENDENT AS THE ONLY AND CHIEF ADMINISTRATIVE OFFICER.

ON THE FINANCIAL SIDE OF THIS CONCERN, WE FIND VARYING DEGREES OF RELIANCE ON LOCAL REVENUE FOR THE SUPPORT OF SCHOOLS. THE REPORT PUBLISHED BY THE UNITED STATES CHAMBER OF COMMERCE IN 1965, ENTITLED "EDUCATION--AN INVESTMENT IN PEOPLE," QUOTED THE FOLLOWING LEVELS OF THE PERCENT OF SUPPORT FOR THE STATES INDICATED:

	<u>TEXAS</u>	<u>NEW MEXICO</u>	<u>OKLAHOMA</u>	<u>ARKANSAS</u>	<u>LOUISIANA</u>	<u>WASHINGTON</u>
LOCAL	45	12	63	46	30	33
STATE	52	77	28	46	69	62
FEDERAL	3	12	8	9	2	5

IN MANY STATES WITH A RELATIVELY HIGH PERCENT OF STATE SUPPORT OF EDUCATION, FORMULAS FOR THE APPORTIONMENT OF SCHOOL FUNDS HAVE PROVIDED RELATIVELY MORE FUNDS TO THE LOWER VALUATION DISTRICTS. THIS IS ONE MEANS OF PROVIDING EQUAL EDUCATIONAL OPPORTUNITY FOR ALL CHILDREN. THIS PRACTICE, HOWEVER, HAS KEPT MANY SMALL DISTRICTS ALIVE. THESE ARE DISTRICTS WHICH MIGHT OTHERWISE HAVE JOINED WITH THEIR NEIGHBORS TO FURTHER EQUALIZE EDUCATIONAL DOLLARS AND ALSO HAVE THE POTENTIAL FOR A QUALITY OF LEADERSHIP AVAILABLE TO LARGER DISTRICTS ABLE TO AFFORD A STAFF OF SPECIALIZED PERSONNEL.

THE ARGUMENT, OF COURSE, IS THAT SUCH MERGING MAY SHOW A GAIN IN FINANCIAL STRENGTH WITH A CORRESPONDING LOSS IN PERSONAL CLOSENESS; A GAIN IN EQUAL EDUCATIONAL OPPORTUNITY WITH A CORRESPONDING LOSS IN SOME MEASURE OF LOCAL AUTONOMY.

MERGING OF DISTRICTS INTO LARGER CORPORATE ENTITIES, HOWEVER, APPEARS TO BE ON THE INCREASE. IT IS ALSO INTERESTING TO NOTE THAT MANY LARGE CORE CITIES ARE ATTEMPTING TO DECENTRALIZE THE MEANS OF DIRECTING THE COURSE OF EDUCATION WITHIN THEIR LARGE CORPORATE STRUCTURES.

THIS, TOO, IS CONSISTENT WITH THE RECOMMENDATION OF THE EDUCATIONAL POLICIES COMMISSION'S REPORT: "THE SIZE OF THE ADMINISTRATIVE UNIT IS MORE IMPORTANT THAN EVER. SCHOOL DISTRICTS TOO LARGE FOR THE TEACHER TO RELATE TO THE CENTRAL OFFICE SHOULD BE DECENTRALIZED. SCHOOL DISTRICTS WITH TOO FEW PUPILS FOR AN ADEQUATE PROGRAM AT REASONABLE COST SHOULD CONSOLIDATE OR ESTABLISH AN INTERMEDIATE UNIT. SCHOOL ADMINISTRATION IS NECESSARILY CENTRALIZED, BUT TEACHING, WHICH FOCUSES ON THE INDIVIDUAL PUPIL IN THE CLASSROOM, IS JUST AS NECESSARILY DECENTRALIZED. HOW CENTRALIZATION AND DECENTRALIZATION CAN BE RECONCILED IS THEREFORE A UNIVERSAL PROBLEM IN SCHOOL ADMINISTRATION....."

THIS POINTS TO THE EVER-INCREASING IMPORTANCE OF THE ROLE OF THE SCHOOL PRINCIPAL AS AN EDUCATIONAL LEADER. THE EFFECTIVENESS OF THE SUPERINTENDENT IN IMPLEMENTING LEADERSHIP INVOLVING INSTRUCTIONAL CHANGE IS DEPENDENT UPON THE SCHOOL PRINCIPAL AND HIS WORKING RELATIONSHIP WITH STAFF. BUT THIS IS ANOTHER SUBJECT.

IN CONCLUSION, I POINT AGAIN TO DR. GEORGE BRAIN AND HIS DISCUSSION OF "THE SUPERINTENDENCY AS A QUEST": "LEADERSHIP BEHAVIOR IS DIRECTED AT CHANGING THE SCHOOL SYSTEM, WHILE ADMINISTRATIVE BEHAVIOR TENDS TO KEEP IT THE WAY IT IS. BOTH BEHAVIORS ARE NECESSARY--BUT I THINK THAT INCREASINGLY

SCHOOL ADMINISTRATORS OUGHT TO BECOME MORE CONCERNED WITH THEIR ROLE AS LEADERS.

"IN THE EYE OF THE PUBLIC AND IN THE VIEW OF THE GOVERNMENT.....PUBLIC SCHOOLS ARE BECOMING THE BATTLEGROUND ON WHICH THE GREAT ISSUES OF THE DAY ARE BEING FOUGHT.....THE EDUCATOR IS DESTINED TO BE THE ARCHITECT OF A NEW AMERICA. THE ROLE DEMANDS LEADERSHIP."

SEATTLE

The Superintendent's Cabinet

Superintendent
Deputy Superintendent
Assistant Superintendent, Business Services
" " Personnel Administration
" " Adult & Vocational Instruction--Administration
" " Secondary Instruction--Administration
" " Curriculum Development and Services
" " Elementary Instruction--Administration
Director, Planning and Research Department
" Publications and Information Department
Business Manager

- - - - -

Administration

Elementary Instruction--Administration Division: Asst. Supt. + 4 Assistants
(Coordinator, Diagnostic Reading.)
Secondary Instruction--Administration Division: Asst. Supt. + 6 Assistants
(Coordinator, Athletics, Business Manager, Reading Improvement.)
Adult and Vocational Instruction--Administration Division: Asst. Supt. + 17 Assts.
(Coordinators for Adult Education, Public Information, Adult and Vocational Instruction, Business, Guidance, Counseling, and Testing, High School Relations and Prevocational Courses, Decentralized Program, Manpower Training and Follow-up, Family Life Education.)
Special Education Department: Director + 4 Assistants
(Mentally and Socially Handicapped, Physically and Emotionally Handicapped, Speech and Hearing Therapy.)
Department of Guidance Services: Director + 17 Assistants
(Guidance Services, Secondary Counseling, Work Experience Program.)
Area Guidance Personnel: Decentralized to 3 Centers
(Attendance, Psychological Service, Social Service, Social Work Training.)
School Health Services Department: Director + 3 Assistants
(Nurses, Audiologist, Audiometrist.)
Personnel Administration Division: Assistant Superintendent + 7 Assistants
(Examination and Employment, Employee Relations, In-Service Education, Recruitment, Records and Reports.)
Curriculum Development and Services Division: Assistant Supt. + 45 Assistants
(Art, Business Services, Distributive Services, English Language Arts, Foreign Languages, Health and Physical Education, Home Economics, Industrial Arts, Instructional Materials and Media, Mathematics, Music, Science, Social Studies.)
Planning and Research Department: Director + 4 Assistants
(Planning and Coordinator of Testing, Methods Analyst.)
Publications and Information Department: Director + 3 Assistants
(Supervisor of Information, Publications, Newsletter.)
Business Services Division: Assistant Superintendent + 17 Assistants
(Building Planning, Construction, Maintenance, Operations, Business Manager, Accountant, Data Processing, Purchasing, Food Services, Budget Planner, Security, Building Rentals.)
Special Assignments:
Coordinator of Inter-Group Relations
" " Safety Education
" " Building Needs
Teacher Evaluation

HIGHLINE

Administration

Superintendent

Assistant Superintendent in Charge of Instruction

"	"	"	"	"	Special Services and General Administration
"	"	"	"	"	Business
"	"	"	"	"	Post High School Education

Director, Instructional Services

"	Public Information
"	School Construction and Planning
"	Guidance and Health Services
"	Special Education
"	Secondary Curriculum
"	Business
"	Attendance
"	Maintenance, Operation and Transportation
"	Research
"	Athletics
"	Elementary Curriculum
"	Personnel
"	Instructional Materials and Library
"	Purchasing
"	Vocational Education

Coordinator, Social Studies

"	Industrial Arts
"	Guidance
"	Home Economics
"	Television
"	Mathematics
"	Attendance and Outdoor Education
"	Fine Arts
"	Foreign Language
"	Language Arts
"	Library Services
"	Science
"	Instrumental Music
"	Reading
"	Health and Physical Education

Supervisor, Maintenance

"	Operations
"	Lunchrooms

SHORELINE

Administration

Superintendent
Assistant Superintendent--Curriculum
President--Community College
Business
Manager
Administrative Assistant + 3 Assistants
Director, Personnel
" Physical Education
" Secondary Education
" Community Services
" Guidance and Counseling
" Instructional Materials
Supervisor, Intermediate
" Science
" Primary
Consultant, Special Education
" Social Worker
" Music

ISSAQUAH

Administration

Superintendent
Assistant Superintendent
Business Manager
Director, Special Education
" Cafeterias
Supervisor, Transportation

LOWER SNOQUALMIE VALLEY

Administration

Superintendent